

## Legend

### Soils

- Farmland of Statewide Importance
- Prime Farmland



Agricultural Land Use



Preserved Farmland

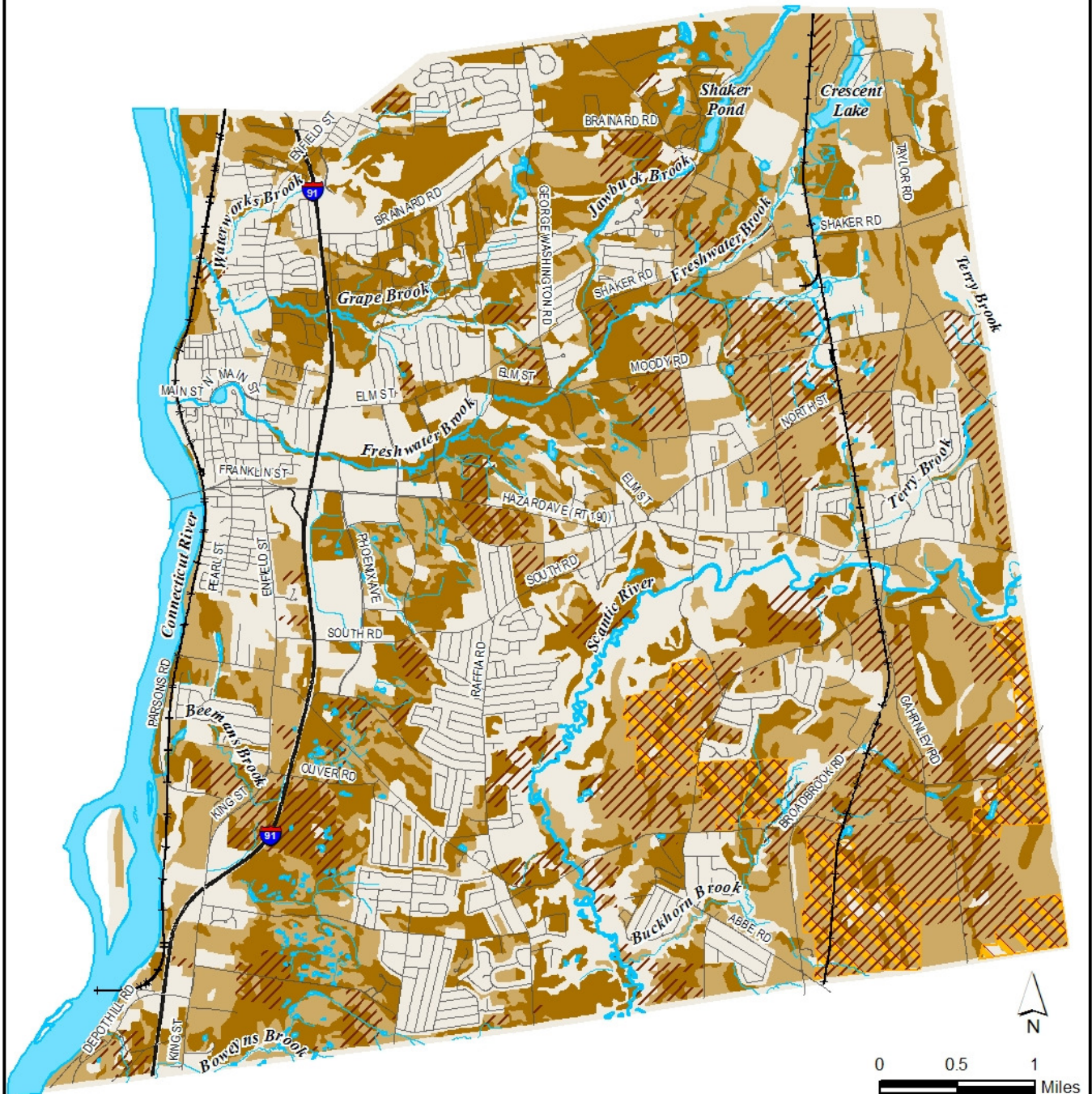
— Roads

—+— Railroad

Surface Water

Town Boundary

Note: Farmland Preservation Property includes parcels of land that are designated as preserved farmland under the Connecticut Farmland Preservation Act (CT DEP and DOAG, 2009).



## Farmland

## Plan of Conservation & Development - Town of Enfield, CT

**DESIGN** planning, inc.  
peter j. smith & company, inc.  
200 West Main Street, Suite 200, Enfield, CT 06033



# Current Land Use & Zoning

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Identifying the use of each parcel in the Town of Enfield is important because it reveals the pattern of past growth. This is the first step to determine areas that should be preserved and the potential for future development. The analysis of existing land use is the basis of the Town's Future Land Use Plan. Existing land use helps us understand how activities are spatially organized within the Town of Enfield. It can be used to ensure that conflicts between different land uses are minimized to preserve human and environmental health. Evaluating current land use patterns also helps figure out how they should change in the future, if they should. Existing land use patterns are combined with the identified needs and projections for people and facilities to get a rough idea of how much space will be needed to accommodate the uses that are important to the communities' goals. As a result, it will be the basis of goals and objectives for this plan.

## Existing Land Use

A by parcel inventory of land use was conducted with data from the Town of Enfield Planning Department. The database revealed that the Town utilizes 24 land use categories. These categories were consolidated into the following general land use categories:

**Agriculture** - Agricultural Land accounts for 18% of the Town's area. The majority of agricultural land is located in the southeast section of the Town. There are also large areas of agricultural uses around Moody Road. Other agricultural uses still exist in several other areas of the Town, even in areas surrounded by development. The State of Connecticut has a Purchase of Development Rights (PDR) Program to preserve agricultural land. Active farms with more than 30 acres of cropland and a high percentage of prime agricultural soil are eligible to receive compensation in exchange for a deed restriction not to develop the property in the future. Several farms in Enfield have sold their right to develop their property and keep their land in agricultural use.

**Residential** - There are 6,509 acres of residentially developed property, accounting for nearly 30% of the Town of Enfield. The majority of this land is low density residential development (1-2 family). Residential uses are located along two belts. In the Central part of the Town, residential uses are located on the north and west side of the Scantic River. Residential development is also concentrated along the extreme north and west borders of the Town. Higher density residential uses are concentrated primarily around Thompsonville. A couple of residential neighborhoods are found in the southeast portion of the Town, surrounded by agricultural uses.

**Commercial** - Commercial land uses include office uses as well as retail sales and services. The 1,143 acres of commercial property is an increase of 151 acres since the 1998 land use inventory and represents 5.2% of the Town's area. A large regional commercial center around Hazard Avenue, east of I-91 contains most of the commercial land. A smaller concentration of commercial uses is located around the King Street exit of the I-91. Commercial corridors exist along Enfield Street, north of Elm Street and along Hazard Avenue on the eastern side of the Town.

**Industrial** - Industrial uses make up 5.6% of the Town. The 1,243 acres includes warehousing operations and utility uses. A large parcel operated by the Connecticut Water Authority is included in the industrial area; however, most of the land is vacant. The largest concentration of industrial uses is located in the northeast corner of the Town and includes the Hallmark facility north of Shaker Road and an industrial park on the south side of Shaker Road. Other industrial uses are concentrated around Moody Road at George Washington Road, Phoenix Avenue at South Road, and along Depot Hill Road.

**Institutional** - Institutional land included government facilities, hospitals, schools, churches, and other community oriented facilities. These uses make up 6.5% of the Town's area. A large portion of the 1,434 acres dedicated to institutional uses is due to the prison complex, located in the north east corner of the Town, which includes five prisons extending into the Town of Somers. Other than these facilities, institutional uses are scattered throughout the town with some concentration in and around village areas

**Open Space** - Open space land is land dedicated to parks or preserved for natural resources. Most of the 2,398 acres of open space is located around the Scantic River. This area has been designated as the Scantic River Greenway. There are several open space areas along the Connecticut River as well. There is a large amount of preserved land in the industrial park area south of Hazard Avenue. Other open space areas include parks throughout the Town and common open space areas contained in subdivisions.

**Vacant Land** - Vacant Land is land that is currently not being used for anything but can be developed in the future. Preserved land is not included in vacant land. The Town has 2,566 acres of vacant land that could be developed. There are many large vacant parcels distributed throughout the Town with the majority of them on the south side of the Town.

Table 49 Land Use in Enfield in 2009			
Land Use Category	Land Use Subcategory	Acres	Percent (%)
<b>Agriculture</b>	<b>Total</b>	<b>3,961</b>	<b>18.0</b>
<b>Residential</b>	1,2,3 Family	5,767	26.2
	4-19 Family	34	0.2
	20+ Family	157	0.7
	Condominium	371	1.7
	Planned Residential Development	180	0.8
	<b>Total</b>	<b>6,509</b>	<b>29.6</b>
<b>Commercial</b>	Retail / Sales Service	498	2.3
	Office	193	0.9
	Professional / Financial Services	129	0.6
	Mixed Commercial / Residential	27	0.1
	Auto Sales / Service	115	0.5
	Other Commercial	181	0.8
	<b>Total</b>	<b>1,143</b>	<b>5.2</b>
<b>Industrial</b>	Manufacturing	707	3.2
	Wholesale / Distribution / Heavy Commercial	258	1.2
	Utility	277	1.3
	<b>Total</b>	<b>1,243</b>	<b>5.6</b>
<b>Institutional</b>	Municipal Facility	412	1.9
	State / Federal Facility	763	3.5
	Private Institution	260	1.2
	<b>Total</b>	<b>1,434</b>	<b>6.5</b>
<b>Open Space</b>	Town Park / Recreation / Open Space	1,039	4.7
	Private Open Space / Recreation	579	2.6
	Other Public Recreation / Open Space	371	1.7
	Watershed	280	1.3
	Cemetery	129	0.6
	<b>Total</b>	<b>2,398</b>	<b>10.9</b>
<b>Vacant Land</b>	<b>Total</b>	<b>2,566</b>	<b>11.7</b>
<b>Water</b>	<b>Total</b>	<b>921</b>	<b>4.2</b>
<b>Road ROW</b>	<b>Total</b>	<b>1,842</b>	<b>8.4</b>

**Other** - In order to account for the whole area of the Town, areas covered by water and road right-of-ways were factored into the area. The water area includes areas covered by ponds and rivers. Water that was located on a parcel devoted to another use was still counted as water and the area was subtracted from the other use. Just over 4% of the Town is covered by water. The remaining 8.4% of the Town is dedicated to road right-of-ways.

## Current Zoning

The Town of Enfield originally adopted a zoning ordinance in 1925. Major updates to the ordinance have taken place in 1966, 1975, and the latest in 2002. Zoning Ordinance establishes permitted uses, minimum lot sizes, minimum front, side and rear setbacks for principal and accessory buildings, maximum building heights, maximum building and lot coverage, and minimum floor areas. The Zoning Ordinance is a critical tool for controlling the type, density, and appearance of development within the Town. The Zoning Ordinance for Enfield establishes 14 districts. One of the districts is currently not being used. In addition to the base districts, there are three overlay districts, which were created to protect the Connecticut River and control design along major corridors. Table 50 presents a breakdown of the zoning districts and total acreage in each category:

<b>Zoning Category</b>	<b>Description</b>	<b>Acres</b>	<b>Percent (%)</b>
HR-33	One Family Residence	293	1.3
R-33	One Family Residence	6,864	31.0
R-44	One Family Residence	4,384	19.8
R-88	One Family Residence	4,951	22.4
BL	Local Business	271	1.2
BG	General Business	99	0.4
BP	Professional Business	162	0.7
BR	Regional Shopping	438	2.0
TVC	Thompsonville Village Center	71	0.3
I-1	Industrial	3,024	13.7
I-2	Industrial	138	0.6
IP	Industrial Park	445	2.0
SDD	Special Development	43	0.2
No Zone		966	4.4

### *Residential Districts*

All of the residential districts in the Town of Enfield are for the development of single family dwellings. The minimum lot size is based on the number associated with the individual district multiplied by 1,000 square feet. There are exceptions made for a variety of senior housing developments. Agricultural uses are subject to a special permit. Together, the residential districts make up almost  $\frac{3}{4}$  of the Town. The lowest density **R-88 District** is located in the southeast portion of the Town and on the land occupied by the prison complex. The **H-44 District** is located in several areas of the Town including an area within the R-88 zoned area. The **R-33 District** is generally located along two belts in the northern and western halves of the Town. The two belts are separated by industrial and commercial districts. The Historic Residential District (**HR-33**) is located between Enfield Street and I-91 from Hazard Avenue to Oliver Road. The District differs from the R-33 District in that it does not permit some senior housing complexes or duplexes by special permit.



### *Commercial Districts*

Commercial districts are divided into 5 different types with varying lot sizes, lot coverages, setbacks, heights, and permitted uses. All of the commercial districts together take up less than 5% of the Town with the Regional Shopping District being the largest. With the exception of the Thompsonville Village Center District, in general, residential uses are not permitted in commercial districts unless in conjunction with a professional practice. The **Thompsonville Village Center District (TVC)** is designed to encourage revitalization of Thompsonville Village Center. The District permits a variety of compatible uses, while maintaining the pedestrian friendly historic village character. Individual establishments should be less than 5,000 square feet. Design Standards preserve the historic features of the Village. The **Business Regional District (BR)** is designed for large regional shopping centers with areas greater than 80,000 square feet. The district is located on the east side of I-91 around the Hazard Avenue and Elm Street exits and around the Enfield Street exit. The **Local Business District (BL)** and the **General Business District (BG)** differ slightly in intensity. Both districts are distributed as small areas along Enfield Street/King Street, Hazard Avenue, and to a lesser extent on Raffia Road. The **Business Professional District (BP)** is designed for office park style developments with large amounts of open landscaped areas. Maximum lot coverage is 60%. The District is located on Hazard Avenue between Hazardville and the regional shopping center. The **Limited Office District (LO)** is designed for smaller office establishments. The LO District is currently not in use.

### *Industrial Districts*

There are three Industrial Districts (I) that occupy 16.3% of the area in the Town of Enfield. The I-1 and I-2 Districts differ only in the types of uses allowed. The **I-1 District** occupies a large area both north and south of Shaker Road and two other large areas on the east side of I-91. There are also some isolated I-1 areas located near Hazard Avenue and Enfield Street. The **I-2 District** allows more auto related uses such as auto sales and service stations. The I-2 District is located on Shaker Road, south of the Hallmark Factory and around Depot Hill Road. The **I-P District** is designed for larger industrial developments with larger amounts of open area. The I-P District is located between Hazard Avenue and South Road.

### *Special Districts*

The **Special Development District (SDD)** was created for the adaptive reuse of vacant, deteriorating or underutilized buildings. Any land use is permitted with the approval of the Commission with a plan submitted for the restoration of a building. There are two SDD districts located at the King Street exit and on the west side of Thompsonville. The **Enfield / King Street Design Overlay District** is designed to promote the character and scale of a historic New England town along that corridor. Design standards control development in relation to the existing historic character. The **Hazardville Overlay District** is also meant to enhance the historic character of that area of the Town. The purpose of the **Conservation Overlay District** is to protect the quality and character of the Connecticut River, while permitting some water dependent uses and to protect new development from flooding hazards. The purpose and boundary of the Conservation Overlay District is based on Title 25 of the C.G.S. Chapter 477c Sec. 25-102aa to 25-102oo. This statute also controls certain aspects of the permit approval process affecting this zone.

## *Zoning Ordinance Assessment*

Overall, the Zoning Ordinance for the Town of Enfield is a well organized, easy to understand document. The Ordinance contains design and performance standards to protect the character of the Town. Agricultural uses, while permitted, are not protected from development. Mixed uses are permitted in certain areas of the Town.

One of the most significant aspects of Enfield's Zoning Ordinance is that it does not allow multiple family developments. All of Enfield's residential zones allow single family homes, but other residential uses are allowed in those zones only by Special Permit. However, multi-family housing is not allowed at all in any residential zone. The only zones where multi-family housing is allowed are the TVC zone and the SDD zone, which amounts to 0.5% of all the land in Enfield. Lack of residential zones where multi-family housing is allowed by right is problematic because it could be interpreted as a discriminatory, or exclusionary, zoning practice.

## Build-Out Capacity Analysis

A capacity analysis was performed to estimate the potential amount of new development that could occur in the future. The analysis was based on the current zoning and the assumption that all vacant and agricultural land could eventually be completely built out. The amount of development that could occur as a result of infill and redevelopment was not considered in this analysis.

Another assumption was that certain areas cannot be developed. These were considered constraints. A constraints layer was created to identify all the spatial factors that preclude or limit development. These factors include flood plains, steep slopes, areas protected by the Inland Wetlands and Watercourses Regulations, farms that have sold their development rights, and areas designated as the Scantic River Greenway. These areas are considered undevelopable, and were consequently removed from the analysis.

### Methodology

The capacity analysis was performed using geographical information system (GIS) software. GIS is a computerized database and mapping technology that can be used for spatial analysis such as this.

The Town's zoning and land use maps (or "layers" as they are known in GIS) were combined to create a map that had attributes of both existing land use and zoning districts. This map was then combined with the constraints layer, and all parcels that had a constraint were removed. The result was a land use and zoning layer of all developable land. In the process of doing this, the software calculated the area of each developable parcel, which was then imported to an Excel spreadsheet.

The spreadsheet was then used to calculate the total amount developable land. The total amount of developable land was the sum of vacant and agricultural land uses. The next step was to determine the number of residential units, commercial space, and industrial space that could potentially be developed in each zoning district. Table 51 shows the formulas used to calculate the potential build-out capacity.

Table 51 Formulas Used to Calculate Build-Out Capacity					
Zoning District	Formula for Residential Units	Zoning District	Formula for Commercial Space	Zoning District	Formula for Industrial Space
R-33	acres x 1.25 = r.u.	BL	area x 20% = ft <sup>2</sup>	I-1	area x 50% = ft <sup>2</sup>
HR-33	acres x 1.25 = r.u.	BG	area x 25% = ft <sup>2</sup>	I-2	area x 50% = ft <sup>2</sup>
R-44	acres = r.u.	BP	area x 15% = ft <sup>2</sup>	I-P	area x 33% = ft <sup>2</sup>
R-88	acres x 0.5 = r.u.	BR	area x 25% = ft <sup>2</sup>		
		TVC	area x 85% = ft <sup>2</sup>		

The density of residential development shown on Table 51 is based on the maximum density permitted in each of the current residential zoning districts. Commercial and industrial space is based on the maximum building coverage permitted in each of the current commercial and industrial zones. The calculation assumes that in both commercial and industrial spaces only one floor will be developed. Table 52 shows the

results of these calculations: the amount of new development that would be possible if all vacant and agricultural land were built out to the maximum capacity according to existing zoning regulations.

**Table 52 Build Out Capacity of Existing Zoning (Vacant & Agricultural Land)**

Zoning District		Undeveloped Area		Maximum Development Potential
		Area (ft <sup>2</sup> )	Acres	
Residential	R-33	14,647,510	336	420 units
	R-44	34,998,016	803	803 units
	R-88	52,344,758	1,202	601 units
	<b>Total</b>			<b>1,825 Residential Units</b>
Commercial	Local Business	392,554	9	78,511 ft <sup>2</sup>
	General Business	46,377	1	11,594 ft <sup>2</sup>
	Professional Business	668,127	15	100,219 ft <sup>2</sup>
	Regional Shopping	270	0	68 ft <sup>2</sup>
	Thompsonville Village Center	63,911	1	54,324
	<b>Total</b>			<b>244,716 ft<sup>2</sup></b>
Industrial	I-1	32,073,220	736	16,036,610 ft <sup>2</sup>
	I-2	587,949	13	293,974 ft <sup>2</sup>
	I-P	23,914	1	7,892 ft <sup>2</sup>
	<b>Total</b>			<b>16,338,476 ft<sup>2</sup></b>

Under existing zoning regulations, the Town of Enfield could accommodate approximately 1,825 housing units; over 200,000 square feet of commercial space; and a little over 16,000 million square feet of industrial space. While this analysis does not account for the possibility of commercial uses developing in industrial zones, it does demonstrate that there is an oversupply of land zoned for industrial use.

For comparison purposes, this process was repeated excluding all agricultural land. In this way, it is possible to get an idea of how much land could be developed for residential, commercial and industrial uses if all agricultural land in Enfield was protected.

**Table 53 Build out Capacity of Existing Zoning (Vacant Land Only)**

Zoning District		Undeveloped Area		Maximum Development Potential
		Area (ft <sup>2</sup> )	Acres	
Residential	R-33	8,953,906	206	257 units
	R-44	15,986,211	367	367 units
	R-88	18,144,535	417	208 units
	<b>Total</b>			<b>832 Residential Units</b>
Commercial	Local Business	74,214	2	14,843 ft <sup>2</sup>
	General Business	46,044	1	11,511 ft <sup>2</sup>
	Professional Business	557,232	13	83,585 ft <sup>2</sup>
	Regional Shopping	270	0	68 ft <sup>2</sup>
	Thompsonville Village	63,911	1	54,324 ft <sup>2</sup>
	<b>Total</b>			<b>164,330 ft<sup>2</sup></b>
Industrial	I-1	11,508,348	264	5,754,174 ft <sup>2</sup>
	I-2	189,497	4	94,748 ft <sup>2</sup>
	I-P	23,914	1	7,892 ft <sup>2</sup>
	<b>Total</b>			<b>5,856,814 ft<sup>2</sup></b>



## Findings

- Agricultural and residential land uses are the most common in Enfield. Commercial and industrial land uses occupy a lesser amount of land. In contrast, single family residential and industrial zones are the predominant zones in the town. This suggests that the Town's zoning is appropriate for a scenario of population growth and industrial expansion. Current conditions, however, do not suggest that there will significant population or industrial growth over the next ten years. For this reason, while Enfield's zoning ordinance is clear and well-organized, and has served the Town well, the Town could consider adapting its zoning to match current and expected land use trends.
- The Town of Enfield has a greater supply of land zoned for industrial use than is currently needed. The Town could consider changing the zoning in some areas from industrial to another zone that could fulfill the demand for another use.
- There are certain environmental factors that constitute development constraints. Lands that present one or more constraints were removed from the build-out analysis due to their tendency to create hazards or environmental problems if developed for residential, commercial and industrial uses. However, unless specified by law, some of these constraints do not mean that the land is absolutely undevelopable.
- Protecting agricultural land to the east of the Scantic River results in significantly less amount of land to be developed at a future time. However, this is assuming that existing zoning densities remain the same, and excluding the possibility of redeveloping currently built-up land.

## Legend

### Land Use

Agriculture

Commercial

Industrial



Institution



Open Space



Residential



Vacant



Roads



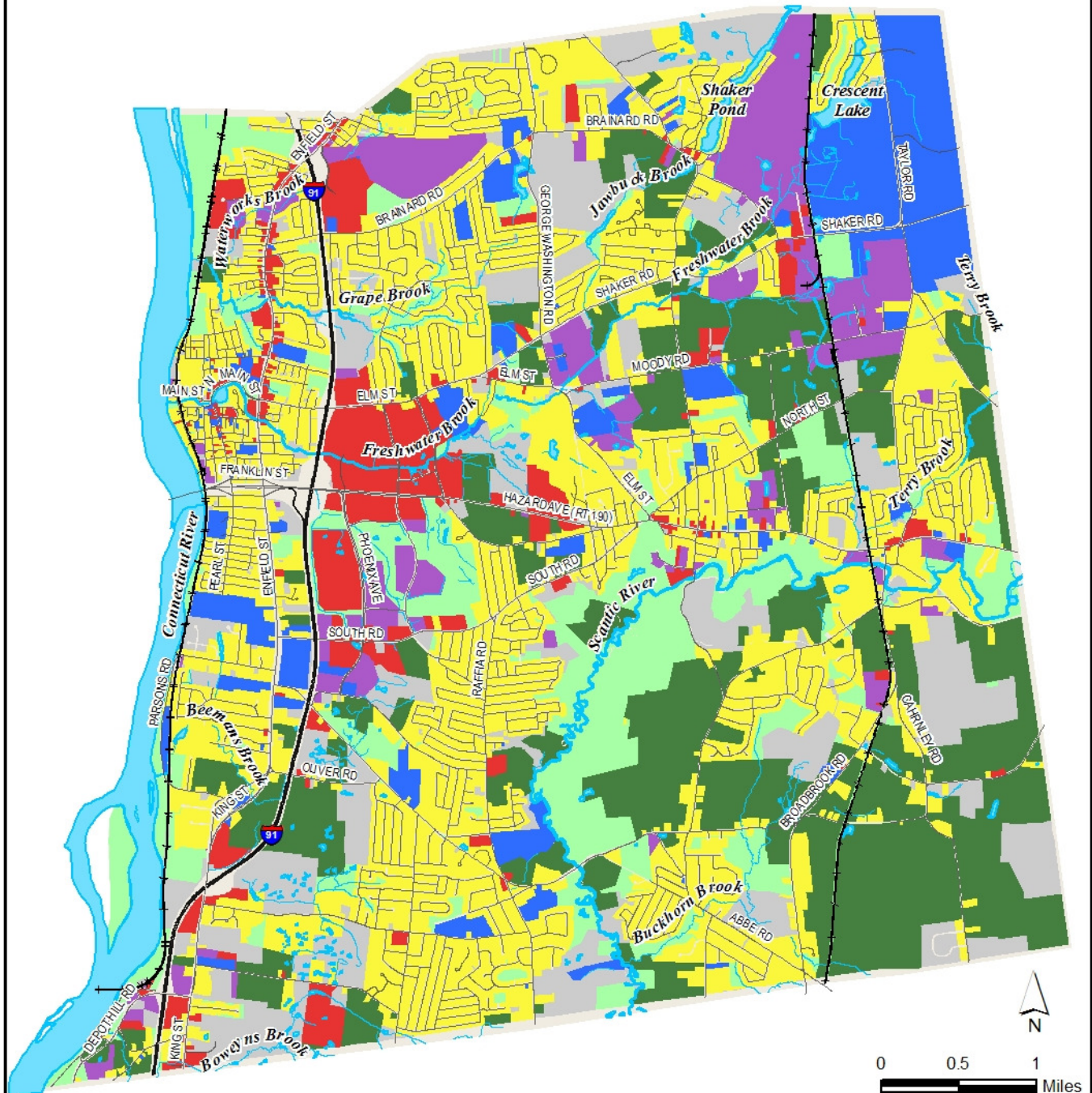
Railroad



Surface Water



Town Boundary



## Existing Land Use

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